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101ST CONGRESS
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REPORT
101-257, Part I

MEMORIAL TO HONOR MEMBERS OF THE ARMED FORCES WHO SERVED IN WORLD WAR II

SEPTEMBER 26, 1989.—Ordered to be printed

Mr. MONTGOMERY, from the Committee on Veterans' Affairs, submitted the following

REPORT

[To accompany H.R. 2807 which on June 29, 1989, was referred jointly to the Committee on House Administration and the Committee on Veterans' Affairs]

[Including cost estimate of the Congressional Budget Office]

The Committee on Veterans' Affairs, to whom was referred the bill (H.R. 2807) to provide for the establishment of a memorial on Federal land within the District of Columbia to honor members of the Armed Forces who served in World War II, and to express the sense of Congress concerning the United States' participation in that conflict, having considered the same, reports favorably thereon without amendment, by unanimous voice vote, and recommends that the bill do pass.

INTRODUCTION

On April 21, 1988, the Subcommittee on Housing and Memorial Affairs held a hearing on H.R. 3742 (100th Congress), a bill introduced by the Honorable Marcy Kaptur and jointly referred to the Veterans' Affairs Committee and House Administration Committee. This bill would establish a World War II Memorial and Museum. On June 21, 1988, the Subcommittee adopted an amendment in the nature of a substitute to H.R. 3742 and recommended that the bill be considered by the full Committee. On June 28, 1988, the full Committee ordered H.R. 3742 favorably reported as amended and filed a report thereon on July 7, 1988 (Report 100-755 Pt. I). No action was taken by the Committee on House Administration.

On January 19, 1989, H.R. 537 was introduced by the Honorable Marcy Kaptur and jointly referred to the Veterans' Affairs Com-

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mittee and House Administration Committee. On June 15, 1989, a hearing was held by the Subcommittee on Housing and Memorial Affairs. Testimony was received from Miss Kaptur, the Department of the Army, the American Battle Monuments Commission, the Disabled American Veterans, the Paralyzed Veterans of America, the Non-Commissioned Officers Association, and the Veterans of Foreign Wars. Although the concept of a World War II memorial received support, some reservations were expressed in regard to the establishment of a museum.

On June 29, 1989, Miss Kaptur introduced H.R. 2807. The Subcommittee met on September 12, 1989, and unanimously recommended H.R. 2807 to the full Committee. On September 20, 1989, the full Committee ordered H.R. 2807 favorably reported.

Summary of the Bill

H.R. 2807 directs the American Battle Monuments Commission to establish a memorial on Federal land in the District of Columbia or its environs to honor members of the Armed Forces who served in World War II and to express the sense of Congress encouraging appropriate 50th anniversary commemorations of the United States' participation in World War II.

Discussion of the Bill

During World War II, between the period of December 7, 1941 and December 31, 1946, over 16 million Americans served in the Armed Forces of the United States. Of that number, 671,000 were wounded in action; 292,000 were killed in action; and an additional 114,000 died of non-battle causes for a total of 406,000 Americans making the ultimate sacrifice in defense of freedom around the world. There is currently a memorial to honor Vietnam veterans, and a memorial to recognize Korean Conflict veterans has been initiated, yet there is no single national memorial to pay tribute to World War II veterans. The reported bill would provide for a memorial to honor these Americans.

The American Battle Monuments Commission (ABMC) would be responsible for planning, designing, constructing, and overseeing the operation of the memorial. Accessibility and accommodations for the physically handicapped would be required under the bill.

H.R. 2807 would provide for the establishment of a World War II Advisory Board consisting of at least nine but not more than 15 members, appointed by the President, serving up to a three-year term. Membership will include a representative of the Smithsonian Institution and the National Museum of American History, as well as World War II veterans, World War II historians, and American historical associations and other organizations knowledgeable about World War II. The Board would be responsible for promoting the establishment of the memorial, encouraging donations of private funds for construction and maintenance, and assisting and cooperating with the ABMC in the selection of the site and design for the memorial. The Board would also transmit an annual report to the Congress concerning the activities and the progress of the memorial.

The ABMC may solicit and accept private contributions for the purpose of establishing the memorial. A special fund would be set up at the Treasury for this purpose. The Secretary of the Treasury would be authorized to invest any portion of the fund that, as determined by the Chairman of the Commission, is not required to meet current expenses.

Federal funds would be authorized to be appropriated as necessary, in addition to the private funds solicited by the Commission, for site preparation, design, planning and associated administrative costs, as well as construction, maintenance and operation.

The reported bill would authorize the Secretary of the Smithsonian Institution, the Library of Congress, and all executive branch departments, agencies, and establishments of the United States to assist the ABMC in the performance of its functions.

H.R. 2807 would allow the ABMC to purchase or accept the transfer of any real property in the District of Columbia or its environs for the purpose of establishing the memorial.

The reported bill would also express the sense of the Congress that the 50th anniversary of the United States' entrance into World War II should not go unrecognized at the national level. Therefore, between the years of 1991 and 1995, the Federal Government should encourage appropriate 50th anniversary commemorations of the United States' role in World War II, the contribution to the Allied victory of American military men and women as well as ordinary citizens, and the enduring values to which our participation in that struggle was dedicated.

H.R. 2807 would encourage the Smithsonian Institution and other Federal museums to develop period exhibits, displays, permanent collections, and other presentations which will honor our World War II veterans, as well as convey a sense of the times, the origins and scope of the war, and the effect of World War II on the world today by reshaping the international geopolitical landscape as well as this Nation's economic, political, and cultural institutions. Special effort should also be made to encourage the use of these exhibitions by schools, colleges, and other academic institutions so that the lessons of World War II may be passed on to the generation that will lead us into the 21st Century.

Oversight Findings

No oversight findings have been submitted to the Committee by the Committee on Government Operations.

Budget Statement

The following letter was received from the Congressional Budget Office concerning the cost of the reported bill.

CONGRESSIONAL BUDGET OFFICE,
Washington, D.C., Sept. 20, 1989.

Hon. G. V. Montgomery, *Chairman,*
Committee on Veterans' Affairs,
U.S. House of Representatives,
Washington, D.C. 20515

DEAR MR. CHAIRMAN: The Congressional Budget Office has reviewed H.R. 2807, a bill to provide for the establishment of a memorial to honor members of the Armed Forces who served in World War II. The bill would establish a World War II Memorial Advisory Board, empowered to accept and encourage donations from the public toward the construction of such a memorial, and it would authorize the appropriation of sums necessary for any remaining construction and administrative costs. This bill was ordered reported by the House Committee on Veterans' Affairs, September 20, 1989.

The cost of the proposed memorial cannot be estimated until decisions have been made regarding its size, location, and design. Further, there is no way to estimate the amount of money that may be donated by the public toward the establishment of the memorial. If the costs and contributions of the Vietnam Veterans Memorial Fund are any indication, that fund raised $9.3 million in public donations between April 27, 1979 and March 31, 1984 and disbursed $8.3 million over the same period. No federal funds were used to erect the Vietnam Veterans Memorial. The costs and contributions to the World War II Veterans Memorial could be quite different, however, from the experience of the Vietnam Veterans Memorial.

If you wish further details on this estimate, we will be pleased to provide them. The CBO contact is K. W. Shepherd (226-2820).

Sincerely,

ROBERT D. REISCHAUER,
Director.

INFLATIONARY IMPACT STATEMENT

The enactment of the reported bill would have no inflationary impact.

DEPARTMENT VIEWS

The following views were extracted from the testimony of the Secretary of the American Battle Monuments Commission, Maj. Gen. A. J. Adams, presented to the Subcommittee on Housing and Memorial Affairs on H.R. 537 on June 15, 1989. There also follows a letter from the National Capital Planning Commission on similar legislation and a letter from the Commission of Fine Arts on the reported bill:

STATEMENT OF MAJ. GEN. A.J. ADAMS BEFORE THE SUBCOMMITTEE ON HOUSING AND MEMORIAL AFFAIRS, JUNE 15, 1989

Mr. Chairman and Members of the Subcommittee:

We wish to thank you for the opportunity to present the Commission's views of H.R. 537, a bill to erect a World War II Memori-

al and Museum on Federal land in the District of Columbia or its environs.

Following World War II, the American Battle Monuments Commission erected 14 cemetery memorials around the world to provide a final resting place for many of our brave Americans who died liberating those lands, and to honor individually by name the missing in action or lost or buried at sea in the particular region. It also erected three supporting memorials on U.S. soil. These shrines, among the most beautiful of their nature in the world, collectively honor all Americans who fought in that war. But, nowhere is there a single Federal memorial that pays tribute to all veterans of World War II. In our opinion, there is no better place for such a memorial than in the Nation's Capital.

World War II was singular in many respects besides it being the greatest in history in size, destruction, casualties and number of participants. Prior to World War II, World War I was considered the greatest war in history, however, its fighting was limited primarily to the European continent. World War II encompassed savage fighting not only on the European continent but in Asia, Africa and the wide-spread islands of the Pacific as well. During it, death and destruction were wreaked upon the world to a degree never experienced before or since; the nuclear age was ushered in; joint unified Allied commands were established; logistics became a science in itself and there were dramatic advances in ships, air transport, communications, military weaponry and technology which revolutionized the tactics and techniques of warfare. Only man, the ultimate weapon with his reasoning power and inherent limitations, remained essentially unchanged.

The following statistics will provide you with some idea of the magnitude of that war. With general mobilization of U.S. Forces and conscription, over 16,113,000 Americans served in the Armed Forces during World War II. Of that number 671,000 were wounded in action; 292,000 were killed in action, including 79,000 missing in action or lost or buried at sea and presumed dead; and an additional 114,000 died of non-battle causes for a total of 406,000 American military deaths in the battle areas. These casualties occurred during the period 7 December 1941 through 31 December 1946, when hostilities were terminated by Presidential Proclamation. However, few casualties occurred after the Japanese acceptance of Allied peace terms on August 14, 1945. Collectively, the Allies experienced an estimated 10,417,000 battle deaths.

The Commission supports the erection of a World War II Memorial in the Washington, D.C. area, consistent with the provisions of the Commemorative Works Act. However, funds are not included in the President's budget plan for such a memorial. Moreover, in view of current fiscal constraints and competing priorities, it is unlikely that Federal funding for even a share of the cost of constructing such a memorial would be requested by the administration in the foreseeable future. Accordingly, the administration recommends that such funding come entirely from private sources.

Finally, the administration questions the need for a World War II museum duplicating the information and artifacts maintained by the Library of Congress, the National Archives, the Centers of Military History of the military departments and the museums of those

departments. Furthermore, a proper museum would add $100 or more million to the cost of the memorial. Accordingly, the administration opposes establishment of a World War II museum. We understand that the new version of the bill does not include a museum and therefore obviates this concern.

With respect to fund raising, our experience with solicitation of funds for the Korean War Veterans Memorial has shown that it is not an appropriate function for the Commission. Even with the earnest help of the 12-member Korean War Veterans Memorial Advisory Board, in almost 3 years only half of the targeted $6 million has been raised, a miniscule sum compared to the cost of a World War II memorial and museum. The Commission is a very small organization already fully occupied in meeting its challenging responsibilities of maintaining memorials worldwide and raising funds for the Korean War Veterans Memorial. We simply are not designed to be a major fund-raising organization, and cannot take on such responsibilities for the proposed World War II Memorial. Should a private organization, however, be willing to raise the necessary construction funds, the American Battle Monuments Commission would be happy to provide technical assistance and maintain the Memorial.

H.R. 537 gives the Advisory Board responsibility for recommending the site and selecting the design of the memorial and museum, subject to the approval of this Commission. These are functions normally performed solely by this Commission in accordance with its enabling legislation. They are extremely important functions and should not be given to a group of individuals unversed in such matters. Rather, they more appropriately should remain the responsibility of this Commission, which has many years of experience in the selection of memorial sites and designs, and is completely conversant with the site and design approval process contained in the Commemorative Works Act. This does not mean that the board cannot contribute effectively to the selection of the site and the design. Toward this end, we recommend Sec. 2e(2) be amended to read as follows:

"(2) assist the Commission in its selection of the site and design for the memorial and museum, as requested by the Commission. Selections will be in accordance with Section 7 of Public Law 99-652 (40 U.S.C. 1007; Stat. 3452); and"

Your favorable consideration of these comments and recommendations would be greatly appreciated. This concludes my prepared statement. If you have any questions, we will be delighted to respond to them.

NATIONAL CAPITAL PLANNING COMMISSION,
Washington, D.C., June 12, 1989.

Hon. Harley O. Staggers, *Chairman,*
House of Representatives,
Subcommittee on Housing and Memorial Affairs,
335 Cannon House Office Building,
Committee on Veterans' Affairs,
Washington, D.C.

DEAR MR. STAGGERS: Thank you for the opportunity to present the views of the National Capital Planning Commission on H.R.

537, as amended, to provide for the establishment of a memorial on Federal land within the District of Columbia to honor members of the Armed Forces who served in World War II and to commemorate the United States' participation in that conflict, and H.R. 88, a bill to direct the Secretary of the Army to set aside an appropriate area within Arlington National Cemetery for the unmarked burial of cremated remains.

The Commission submitted a response to H.R. 3742, 100th Congress' predecessor to H.R. 537, to the Committee on Veterans' Affairs on June 30, 1988. The Commission continues to support the concept of a World War II memorial, to be approved in accordance with the Commemorative Works Act, and is pleased that recent amendments to H.R. 537 introduced by Ms. Kaptur appear to address reservations about a World War II museum outlined in last year's testimony. However, the currently pending legislation, even as amended, retains certain provisions that are of concern to this Commission.

For example, the Administration recommends that the bill be amended to prohibit the use of Federal funds in the construction of this new memorial. This revision would reflect a more equitable treatment in relation to the Vietnam Veterans Memorial, which was entirely funded through private contributions, and the proposed Korean War Veterans Memorial, which would be funded with only limited Federal support. Consistent with this recommendation, we question whether, if only private funds are used for the memorial, the fund and procedures established in section 3(b) are appropriate.

Furthermore, while we are pleased that H.R. 537 incorporates section 7 of the Commemorative Works Act (the Act), we urge that the bill be amended to incorporate all the provisions of this important Act. Such an amendment should provide that, in the event the memorial is sited on land administered by a Federal entity other than the National Park Service (NPS) or General Services Administration (GSA), application of the Act would be understood to relate to that Federal entity rather than to NPS or GSA. We also question the need for section 4(b)(1), which provides for transfer of jurisdiction of real property to the American Battle Monuments Commission. Authorizations for transfers of jurisdiction are typically not incorporated in memorials legislation (with the recent exception of the Holocaust Memorial Museum).

With respect to H.R. 88, this Commission endorses the concept of setting aside an area within Arlington Cemetery for the unmarked interment of properly cremated ashes of persons otherwise eligible for burial there.

Thank you for the opportunity to present these comments. The Office of Management and Budget has advised that there is no objection to the presentation of this report to the Committee from the standpoint of the Administration's program. If you should have any questions about issues raised in this letter, please contact Linda Dodd-Major of the Commission staff at 724-0187.

Sincerely,

REGINALD W. GRIFFITH
(FOR) GLEN T. URQUHART,
Chairman.

THE COMMISSION OF FINE ARTS,
Washington, D.C., Sept. 7, 1989

Hon. G. V. Montgomery, *Chairman,*
Committee on Veterans' Affairs,
U.S. House of Representatives,
Washington, D.C. 20515

DEAR MR. CHAIRMAN: I have your letter of September 1, 1989 regarding H.R. 2807, to provide for a memorial to members of the Armed Forces in World War II.

All of the concerns of the Commission regarding previous versions of this legislation appear to have been met, and we are happy to support the passage of this bill.

Sincerely,

J. CARTER BROWN,
Chairman.

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